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through institutions of higher education, seems to develop into an extraordinary mental agility. Those who are politically articulate share a high concern for the future of Iraq as a nation.

A visitor to the country is also struck by a number of contradictions. Iraq has a brilliant cultural inheritance, yet the bulk of the population is illiterate. It is a country of great economic possibilities, yet the majority of the people exist at a meagre standard of life. The soil is of high fertility, yet it continues to be farmed by primitive methods. Above all, although the future prosperity of the country depends upon the application of science and power to the land, agricultural development is inhibited by a most unsatisfactory system of land tenure.

THE DEVELOPMENT OF PRIMARY EDUCATION

Primary education on any large scale in Iraq is of recent growth. It began with the traditional Arabic mullah school, in which small groups of boys under the direction of a religious teacher memorized religious lore in a monotonous and repetitive manner. Traces of this verbal technique are still obvious in many of the primary schools.

Under the Ottoman régime the nucleus of a schools system was introduced, and it is said that by 1913 there were some 6,000 children attending primary schools of a sort. Soon after the next military conquest the British promoted some further educational development and, in particular, substituted Arabic instead of the alien Turkish language as the medium of instruction. By 1921 there were reputed to be more than 15,000 children attending public primary schools.

It is significant, however, that no real approach to a system of public primary schooling was made until the nation took its educational affairs into its own hands. Since the meeting of the first Iraqi Parliament in 1925 a real impetus appears to have been given to the development of primary education. By 1931 there existed 316 public primary schools with an enrolment of some 35,000 pupils. By 1950 extraordinary quantitative progress had been made, for by that year 175,000 children were enrolled in over 1,000 public primary schools.

THE LAW AND ADMINISTRATION OF PRIMARY EDUCATION

By 1940 the development of primary education, and of higher education, had gone on at such a pace that it was necessary to

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COMPULSORY EDUCATION IN IRAQ

872 embody previous legislation and regulations into the General
645 Education Law of 1940. Under this law it was directed that 'The Ministry of Education shall undertake to create a nation sound in body and mind and character'. So far as primary education was concerned it was provided that it should be free, that the age of admission to the primary school should not be less than six and that the period should be six years. It was also decreed that 'Primary education shall be obligatory and shall be carried out in the districts assigned by the Ministry of Education when
[681] necessary facilities are available. Pupils' guardians infringing this Article shall be liable to a fine not exceeding three dinars'.

871 By this time the administration of education had been highly systematized and it remains so in the hands of the Ministry of
645 Education centred in Baghdad. A feature of this administration is its very high degree of centralization, with the Ministry of Education controlling and supervising the most minute details both of curricula and expenditure. The Minister of Education himself appears to exercise a greater control of detail than in other countries. Under the Minister primary education is directed by a Director-General of Primary Education. In each of the fourteen provinces of Iraq there is a Provincial Director of Education who is, in reality, the agent of the Ministry of Education, and is in no sense a local official responsible to a local authority.

THE PRESENT POSITION OF COMPULSORY EDUCATION

872 Although legal provision for compulsory primary education was made in the General Education Law of 1940, as a reality it does
658 not exist in any part of Iraq. Over the whole of the country out of an estimated total of 750,000 children of primary school age, not more than 175,000 attend primary schools.

Shortly after the passing of the General Education Law of 1940 an attempt was made to apply its compulsory primary education provisions in two of the provinces. Apparently, however, the declaration of compulsory education in these two provinces failed in its object. The main reasons for this failure were the poverty
[464] of the majority of the parents who were unable to dispense with the labour of their children on the land, the mobility of part of the population which was still in a semi-nomadic state, and the
[362] inability to persuade teachers to live in remote villages where housing facilities and other amenities are most inadequate. It is also stated that, these economic and social reasons apart, other
[696] factors such as the unwillingness of the local courts to inflict the legal penalties for non-attendance and the active opposition of

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powerful local landowners operated as effective obstacles to compulsory schooling.

Despite this initial failure of a modest attempt to apply compulsory education in certain parts of the country, enlightened opinion in Iraq is strongly in favour of educational development. Because of the economic, political and social obstacles which will have to be overcome before a real approach to universal compulsory education can be made, few if any of the country's educators feel that this desirable objective is likely to be achieved in a short time. As educators, however, and for educational reasons, they are anxious that the practicability of achieving a realistic approach towards compulsory education should be soberly investigated. This enlightened minority are likely to be assisted in their demands by pressure of nationalist opinion, which sees in the development of education a means of spreading national culture and national sentiments among the people.

There are other important reasons why the time is ripe for assessing the ways and means by which compulsory education can be approached. Although Iraq, like many other countries is, economically, passing through a difficult stage, rapid development in thought and ways of life is taking place. The country is at present at the cross-roads between traditional and modern or western civilization. Change and development, in one direction or another, seem to be the order of the day. It is for this reason that a contemporary Iraqi educator urges that the present time 'affords a unique opportunity for making a good start in education'.

Before, however, considering the practicability of making a 'good start' or at any rate a new start in the direction of compulsory education, consideration must be given to the educational needs of the country at its present stage of development and the extent to which these needs are being met by the existing system. It will then be possible to consider, in the light of prevailing economic, political and social conditions, ways and means of achieving further advance.

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CHAPTER THREE

THE EXTENT TO WHICH THE NEEDS ARE BEING MET

TYPICAL PRIMARY SCHOOLS

Before attempting to draw general conclusions as to the extent to which the educational needs indicated in the previous chapter are being met, it may be useful to give a general picture of typical primary schools in Iraq. To speak of a 'typical' school is, of course, misleading, for every school has or should have its individual character. In general, however, most of the Iraqi primary schools have certain common characteristics which make it possible to venture a description of types.

A Typical Town Primary School. In each of the provincial capitals and most of the smaller towns are to be found large schools which may provide for between 300 and 500 pupils. The great majority of the urban primary schools are single sex schools. Such a school may have from ten to twelve rooms of varying sizes. The numbers in each class may vary from sixty to thirty, the smaller usually being the sixth or top class. The class-rooms are frequently overcrowded, with sometimes three children sitting on a desk built for two. Lighting and sanitary arrangements are generally not of a high standard. In some schools where available accommodation has not kept pace with the local demand for primary education, there may be as many as seventy children in one of the lower classes. Desks are not well constructed and generally show lack of maintenance.

In such a school, as in every other full-range primary school, there are six grades of class, the children being promoted from class to class each year provided they pass an examination indicating that they have satisfied the requirements of the centrally prescribed programme of studies. Those who do not pass the promotion examination are required to repeat the previous year's work.

The teachers seem to work very hard, they occupy the centre of the stage and either lecture to their pupils or follow the common technique of verbal question and answer. There is little activity on the part of the children apart from incredibly quick oral

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87a response, and there is not much evidence of handicraft or art. Outdoor physical education follows the prescribed syllabus which, [876] however, seems to be more modern in technique than some of the other subjects.

[346] Generally speaking, the older buildings look as depressing as their counterparts in some of the western countries. Unfortunately there are not many very recent buildings.

While these conditions apply to many of the schools, however, in the larger towns there are some noteworthy exceptions to which reference will be made later.

[346] *A Typical Village School.* A village school may consist of two or three rooms housing from twenty to seventy pupils of both sexes, but it is rarely a complete six-class school. Lighting and sanitation are usually inferior to that of the town schools. In the northern provinces some of the schools are built of stone, but mostly they are made of dried mud bricks. In parts of the south, especially in the marsh districts, the buildings are reed huts.

The curriculum and teaching techniques in the village school are identical with those of the town school. The children rarely enjoy activity methods, and sit in their desks most of the time.

In many of the village schools children cannot complete their full period of primary schooling because the numbers are too small to permit the organization of the full six classes. In a minority of these schools, however, an increasing number of teachers are learning the technique of simultaneously teaching more than one attainment group and are thus able to provide a complete primary school course in an incomplete school.

Most of the village schools have no garden, handicraft or livestock. But the newly established agricultural primary schools, to which detailed reference will be made later, provide exceptions to this rule.

Because of the absence of compulsory school attendance and the consequent late admission to school of a number of pupils, there is a great variety of age-range in both urban and village schools. Within the limits of the curriculum, however, the teachers meet these difficulties with commendable patience, and both the older and the younger children in any one class are usually a [565] happy family. Another happy feature of the Iraqi primary school is the absence of social distinctions within the class-room. A wealthy sheikh's son may rub shoulders with a poorly clad lad from a very humble home.

THE EXTENT TO WHICH THE NEEDS ARE MET QUANTITATIVELY

The Rapid Growth of the Primary Schools System. As will have been

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gathered from the above inevitably over-simplified account of typical primary schools, while some of the educational needs of the children and of society are met, others are neglected. This is due to the very rapid growth of a primary schools system in a new country faced with the task of promoting educational development almost from scratch and with limited financial resources.

The following table, which represents an extraordinary tribute both to the public demand for primary education and to the efforts of the Ministry of Education to meet this demand over a comparatively short period, illustrates the rapid extension of primary schooling between 1920 and 1949:

PUBLIC AND PRIVATE PRIMARY SCHOOLS IN IRAQ

Year	No. of schools		No. of enrolments				No. of teachers	
			Government		Private			
	Government	Private	Boys	Girls	Boys	Girls	Government	Private
1920–21	88	—	—	—	—	—	485	—
1930–31	316	—	27467	7046	—	—	1325	—
1938–39	739	—	69505	27115	—	—	3149	—
1939–40	713	73	64240	25242	13872	6083	3304	577
1940–41	735	76	64112	26682	13386	6161	3525	608
1941–42	761	77	62441	26423	12823	6299	3752	591
1942–43	788	77	61697	25748	10997	7008	3979	532
1943–44	861	80	67297	22261	12256	6642	4340	607
1944–45	902	81	76960	24017	12828	7059	4491	607
1945–46	944	83	90419	28068	13693	7977	4779	650
1946–47	967	90	98540	30225	14136	7718	4970	657
1947–48	1016	90	106904	32350	15318	7808	5417	779
1948–49	1044	106	114669	35145	16998	8062	5733	776

By the end of the year 1949, therefore, some 175,000 children were enrolled in primary schools. It is estimated that the total number of children of primary school age in Iraq is 750,000. Thus, discounting the rising population, schools and teachers for another 575,000 children would have to be provided before universal compulsory primary education could be achieved.

Wastage in the Primary School. While, however, the figures quoted in the preceding table represent considerable quantitative progress, they do not show the important fact that the great majority of children who enter the primary school fail to complete the full course, and that many do not receive more than one, two or

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872 three years of primary schooling. Attention was directed to this striking educational phenomenon by a prominent Iraqi educator in 1942, in the following words:

> Iraq has not yet reached the stage where a compulsory education law is practicable. There are therefore no legal provisions that compel parents to send their children to school within specified age limits. Hence not only do the majority of children of school age enter no primary school, but of those who enter only a fraction remain to complete their primary education. The rest drop out of school at any point from the first to the sixth grade. This constitutes one of the major problems of primary education in Iraq and involves the waste of a great deal of money and effort.

More recent figures provided by another competent Iraqi educational researcher indicate that out of some 22,000 pupils who enrolled in the first classes of primary schools in the year 1940–41, some 16,000 reached the second class, 14,000 the third class, with numbers continuing to dwindle until 10,000 entered the sixth class. Of the 10,000 who stayed on at school until their last year, less than half officially completed the primary school course by gaining the primary school-leaving certificate in the year 1946.

This elimination of pupils, grade by grade, in the primary school represents a serious defect in the present system. There are several contributory reasons. One is obviously economic, parents in poor financial circumstances find that they cannot afford to dispense with the labour of their children. Other reasons for this [876] dropping out of school are the disillusionment of parents who find that their children cannot surmount the repeated examination hurdles, and the fact that some of the village schools are incomplete. But perhaps a more significant reason, at any rate in the villages, is that it is felt, perhaps unconsciously, that the somewhat over-academic and excessively oral type of education is not sufficiently related to the future life of pupils, whose livelihood depends not so much upon bookishness as upon things more practical and related to real life situations. It is clear, however, that until compulsory education can be applied and enforced, the educational life of the minority who do attend primary schools is likely to be short and incomplete.

Demands that are not being met. Despite the rapid growth both in the number of schools and in the number of children attending them, and although this great quantitative increase is badly offset by the number of children who do not complete the course, there can be no doubt that there is a public demand for more primary

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schools and that this demand is either inadequately met or not being met at all. 872

In Baghdad and the other large towns a number of primary school buildings have to be used on a double-shift basis because the demand for education exceeds existing school accommodation. In province after province the Directors of Education quote instances where children have had to be turned away from school because there is no room for them. In travelling through the majority of the provinces the writer met several sheikhs and other local notables who maintained that they were prepared to provide school premises if the Ministry of Education could supply the teaching staff.

So far as tribal education is concerned, the position remains generally as was described by the Monroe Commission. As an example, the Shammar tribe with a population of roughly 60,000 has no school of any kind.

The conclusion must be drawn, therefore, that although the numbers of primary schools and the children attending them have grown considerably during the last thirty years, and despite the fact that many children do not stay the whole course, quantitatively the existing public demand for primary education is not being met. It is now necessary to enquire to what extent the educational needs of the children and of the country are being met qualitatively.

THE EXTENT TO WHICH THE NEEDS ARE BEING MET QUALITATIVELY

An Impression of 150 Primary Schools. During the course of this investigation visits were paid to some 150 primary schools, to a smaller number of secondary schools and to most of the institutions of teacher training. It is never safe to judge the quality of any school by a brief acquaintance but, for what they are worth, the following impressions are noted.

In practically every school visited a noteworthy feature was the energy which the teachers, especially the younger ones, put into their work. They seem to teach incessantly and with little in the way of breaks. The women especially have a great sense of vocation, and are unsparing in their efforts on behalf of their pupils. In many of the girls' schools the teachers had adopted all sorts of devices to provide neat and tidy uniforms for their children. Practically all the teachers appear to spend more time marking and correcting exercises than do their colleagues in some of the western countries. These qualities were apparent throughout the provinces, and are particularly commendable in the villages, 872 875

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872 where many of the teachers maintain their educational faith
875 despite the fact that they are by no means over-paid and have to live under poor domestic conditions with few amenities.

872 On the other hand, the general impression gained was that the curriculum of the primary school is seriously overloaded on the bookish and verbal side. This is confirmed by a glance at the official Programme of Studies for the primary schools:

Subject	Periods per week					
	1st Class	2nd Class	3rd Class	4th Class	5th Class	6th Class
Religion and Koran . .	4	4	3	3	2	2
Arabic	11	12	10	10	6	6
English	—	—	—	—	6	6
Arithmetic	6	6	6	6	5	5
Object lesson and hygiene	2	2	2	2	2	2
Geography and history	—	—	4	4	4	4
Morals and Civics . .	—	—	—	1	1	1
Drawing and handicraft	3	3	4	4	4	4
Physical education and singing	4	3	3	2	2	2

This programme, although it looks somewhat scholarly for young children is not, when one examines it in full detail as published by the Ministry of Education, illiberal. It does not, however, allow for much for experiment and flexibility in relation to the
872 varying needs of growing children. The programme of studies is
876 interpreted very literally and the method of learning is by class lectures and memorization. There is little in the way of active learning on the part of the pupils, and they do not appear to have opportunities of acquiring a sense of individual responsibility through the exercise of their own initiative.

One distinctive feature is the teaching of English by a very modern 'direct method' technique. But this, by its excellence, affords a striking contrast to the teaching of some of the other subjects. Although drawing and handicraft are included in the programme of studies, these subjects are mainly limited to copying designs or simple models, and the pupils gain very little experience in the use of tools.

872 It would obviously be unfair, after fleeting visits to a number of schools, to venture criticism of this kind, were it not for the fact that stronger objections to the over-academic conduct of most

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of the primary schools are sometimes made both by officers of the Ministry of Education and by the teachers themselves. The result seems to be a vicious circle, however, because while the teachers blame the centrally imposed programme of studies, the officers of the Ministry maintain that it is not the programme but the narrow interpretation of it by the teachers which is the trouble.

Reasons for the Existing Quality of Primary Schooling. Although there is much to praise in the conscientiousness and zeal of the primary school teachers, and a good deal to be said against the existing overloaded, excessively oral and bookish curriculum, such deficiencies as exist in the quality of primary schooling are understandable when one recalls the very rapid growth of primary education in Iraq from such limited beginnings over a short period.

With such rapid expansion one of the main tasks of the Ministry of Education has had to be that of providing the maximum number of teachers in the minimum of time. And, necessary though this rapid production of more or less trained teachers has been, the consequent training devices have not been calculated to produce the best teachers.

It is estimated that the output of teachers from training institutions during the present year will be 754 men and women. This represents a considerable achievement and, numerically, is one of which the Ministry of Education has reason to be proud. Enquiry into the educational background of these trainees, however, reveals that nearly half of them did not have the advantage of a full secondary education before they entered training institutions. The majority of those who did complete their secondary education before they took up training are simply undergoing an attenuated one-year training course attached to a secondary school. It will be appreciated, therefore, that much needs to be done both in ensuring a sounder educational background for teacher trainees and in providing a longer period of really professional training before the schools can be served by teachers of the quality they need.

It is perhaps not within the scope of this study to evaluate teacher training methods in Iraq in any detail. Yet there are still other inadequacies which need to be met if the quality of primary education is to be improved along the right lines. This applies especially to subjects such as handicraft and to the proper training of teachers for rural schools. With one or two exceptions, little in the way of vigorous and realistic handicraft is practised in the teacher training institutions.

There have been rural teacher training colleges, but these have had a chequered history and the two that still continue have little

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875 in the way of land for practical agriculture and very limited facilities for the actual practice of handicrafts. The type of village school envisaged by the Monroe Commission, and which is so badly needed in rural Iraq, is never likely to materialize until teacher training is directed to turning out the right type of teacher for such schools.

872 In concluding these observations upon the extent to which the educational needs of the children of Iraq are being met in the existing primary schools system, therefore, it is fair to say that although great quantitative progress has been achieved during the last thirty years, existing needs are not being adequately met. Further, public pressure for primary education exceeds existing provision. Qualitatively, advance is desirable in the direction of a more realistic curriculum, especially in the rural areas. The time is undoubtedly ripe for a vigorous policy of educational advance. Such an advance, however, is bound up with problems related to the economic, political and social life of the country. It is these which must now be considered.

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CHAPTER FOUR

ECONOMIC, POLITICAL AND SOCIAL FACTORS

As was suggested in the previous chapter, although a long road will have to be traversed before the ideal of universal compulsory primary education can be achieved in Iraq, the time is ripe for further advance towards that objective. Pressure on existing school accommodation in the urban areas is acute, most of the villages are without schools, and large areas lack primary school provision of any kind. Yet quantitative advance has by no means been halted, and although many more children would be attending school at the present time if there were schools and teachers for them, new schools are being opened both in new buildings and in rented premises.

The Ministry of Education and all who have a concern for education in Iraq are well aware of these circumstances. A small minority feel that quantitative advance has gone far enough for the present and advocate that, before further large-scale development takes place, existing qualitative deficiencies in primary education should be put right. This will take time. In the meantime, it would be difficult to refuse to provide primary school places for the many who are clamouring for them.

While, however, thinking educators in Iraq wish for further advance in the direction of compulsory education, they know that this ideal can never be realized until serious economic, political and social obstacles which impede educational and other desirable social development can be overcome. As the Minister of Education in office at the time of writing put it: 'An emotional desire for more and better schools is not in itself sufficient. Sensible educational development can only take place if it is related to our current economic and financial problems.'

ECONOMIC FACTORS

The Financing of Education. The first of these problems is finance. Little is to be gained from considering proposals for further advance unless they are accompanied by a realistic understanding as to how and where the money for them is to be found. The extent to

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562 872 But this obstacle can be exaggerated. As a glance at the figures showing the growth of primary education in Iraq indicates, the proportion of girls to boys attending primary schools is not high, but their enrolment is steadily increasing. Although most of the large urban schools are single sex schools, Iraq has the distinction of having many co-educational village schools. The growing number of kindergartens are co-educational. In all the institutions of higher education young men and women work together.

The emancipation of women in Iraq still has a long way to go, but convincing signs of it are evident. It would, nevertheless, be a considerable advance if the Ministry of Education were to encourage the recruitment of a number of women to the staffs of the boys' primary schools. From visits to many Iraqi primary schools it is evident that the standards of the women teachers in matters of personal cleanliness of the children, care and decoration of the school premises, general decorum and pleasant social conduct are higher than those of their men colleagues. Their influence in boys' schools would be most salutary.

464 872 The position of children is, of course, difficult when parents, especially in the rural areas, are dependent upon the labour of even very young children. Yet an increasing number of poor parents appear to be sending their children to school. It would be a great inducement to more and regular school attendance if means could be devised of providing free midday meals for some of the children, especially in the village schools. At one of the more modern primary schools in Baghdad attractively cooked and served midday meals are provided, but this is a school attended mainly by children from comfortable homes where the parents can afford to pay for this service. In the rural areas, however, simple food is not expensive, cooking devices and service are cheap, and it should be possible to provide free meals for the needy children at relatively low cost.

It should be noted that effective child labour legislation does not exist in Iraq. Until the time comes when such legislation can be enacted and enforced, compulsory education will be most difficult to apply.

162 166 871 *Tribal Organization and Mobility of Population.* But the most formidable obstacles of all are those related to tribal organization and mobility of population. There are two particular sets of problems, those of the tribes who are still in a nomadic state, and those of the people who are in the transitional stage of semi-settlement. Between them, it is estimated that these nomadic and semi-settled peoples number nearly 2,000,000 persons, roughly 300,000 of whom are children of primary school age.

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the area. If the project continues to progress at its present rate, it must undoubtedly be regarded as one of the most significant and far-reaching contributions to rural, social and ultimately educational progress in Iraq. Incidentally, it is understood that the Dujaila Committee which controls this and related schemes has, at present, no educational representative on it. It is desirable that such representation should be provided for, so that the economic and social changes which are taking place in the new communities may go hand in hand with consistent educational development. Further, the educators who are associated with the scheme would do well at all times to enlist the advice of the working farmers and agricultural advisers, so that the new schools to be provided there serve the needs of the local community more realistically than do most of the village schools.

SIGNIFICANT EDUCATIONAL ADVANCES

There are other developments which provide pointers towards progress in the right direction, educational movements which provide most hopeful clues to the lines along which future educational advance may proceed.

Some Progressive Primary Schools. Although most of the primary schools are uniform in their conformity to an over-bookish curriculum, a small minority of them are escaping into a freer educational environment with less rigid teaching and learning techniques.

Some of the demonstration primary schools attached to or used by the better training institutions are adopting methods which are much more in accord with the real educational needs of growing children. Similar developments are being encouraged by a small body of progressive primary school teachers both in Baghdad and in some of the provinces. In these schools there is less of rote and verbal memorization, and more activity on the part of the children themselves. In such schools the teacher is not so much a lecturer working according to a narrow interpretation of a centrally prescribed curriculum, but is rather a less obtrusive helper who aids the children to learn by their own initiative and enquiry. In some of these schools there are gardens made and enjoyed by the pupils; physical education is not so much 'drill' as the enjoyment of natural movement; attractive wall illustrations make the internal environment more cheerful; the spirit of play is harnessed to the process of learning.

Some of these schools, because of their experimental nature, are

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allowed a greater choice of textbooks than those prescribed in the official programme of studies. It is to be hoped that they will use their freedom to encourage the use of more colourful books for, although some of the textbooks prescribed by the central body are illustrated, most of them are devoid of colour.

These schools are bound to spread their influence to others, especially if some of the assistant teachers are prepared to leave the capital city and provincial centres for a time and are promoted to headships in some of the more remote schools.

The Kindergarten Movement. Side by side with this practice of livelier and more modern techniques in this limited minority of primary schools is the growth of a small but steadily extending kindergarten movement. One of these schools is attached to the primary teachers' training college for girls in Baghdad, and affords the teacher trainees the opportunity of seeing in a practical and vivid fashion the pursuit of modern educational methods in a way which they would never derive from the books they use. Others have been established in the large towns and provincial capitals, mainly through local effort and self-help.

These kindergarten schools are perhaps the liveliest and happiest educational institutions in Iraq. Generally they are in well-designed buildings which have been furnished carefully and pleasantly. Teaching aids, apparatus and wall illustrations are sometimes the best that could be found in any kindergarten school, even in countries whose educational systems are much older and supported by more public money. Fortunately also the teachers in such schools have considerable freedom to work in accordance with a curriculum based not on prescribed syllabuses but upon the observed needs of young children.

In the opinion of the writer the kindergarten movement is one of the most hopeful indications of real educational advance in Iraq. If the spirit and methods of these schools could be gradually embodied in the life of the primary schools and the primary schools left with a greater degree of freedom, there is a probability that this would be the beginning of a most wholesome revolution in educational method throughout the country.

A few of the primary schools have, indeed, within the limits of the prescribed syllabuses that they must follow, tried to embody some of the activity methods of the kindergarten school into their lower forms. Some attempt free drawing as apart from the almost universal copy drawing. Others not only have school magazines but encourage the pupils to edit them and contribute to them. That it is not easy, however, to persuade the teacher that education is something for its own sake and not merely an avenue to

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872 promotion, is indicated by the following extract from a teacher's
876 introduction to the first issue of a primary school magazine:

'Our Magazine.
Dear Pupils,
This is the first number of our school magazine. I want every pupil to read it very carefully because it is for you, not for the teacher.
Please read this paper carefully and ask me any question about it. If you do as I say, you will succeed in the examination.
Your Teacher,
Signed .....'

874 *The Agricultural Primary Schools.* The need for realistic village
654 schools in Iraq has been advocated in the Report of the Monroe Commission and elsewhere. They have taken a long time to materialize, but there are now signs of progress.

In 1948 the Ministry of Education requested the Provincial Directors of Education to establish an experimental primary school in each province. One such school has since been provided in most of the provinces, not as an entirely new project but as an extension of an existing primary school. Several acres of land have been attached to these schools and some of them keep a limited amount of livestock. Some have modest dairy equipment, a stock of hand tools for the pupils and an agricultural machine such as a power-driven cultivator. One or two have a tractor. In the irrigation districts some possess their own water pump.

Unfortunately these schools were established during a period of retrenchment, and although the Ministry of Education launched this important experiment it was apparently unable to provide the money for other essential buildings and equipment such as handicraft shops, simple laboratories and materials for experiment. It was also unable to provide every such school with a teacher acquainted with the basic practice and principles of farming. Despite these initial handicaps, some of the agricultural primary schools have started courageously and have attempted to free
[177] themselves from a purely academic curriculum. In certain of the schools, apart from teaching methods of normal cultivation, experiments are being made in the growth of crops hitherto unfamiliar to the local economy. Indeed one teacher claims that, through his introduction of American cotton on to the school farm, the local landowner has since grown this crop on a large scale and has made a substantial profit from it. If this is so, it certainly illustrates the extra-mural influence of a village school which adjusts its curriculum to real life situations.

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were issued and each school required to produce its own schemes of work based generally on the suggestions, this would help to promote school programmes more related to the needs of the schools in their local environment. Such an arrangement would throw greater responsibility on the teachers themselves and would promote greater educational thought and experiment in place of the all-too rigid adherence to existing syllabuses.

If the Ministry of Education feel that they cannot go so far in granting freedom to the schools to prepare their own schemes of work, an approach to greater local freedom in this direction would be achieved if the task of preparing programmes could be delegated to a committee of teachers in each province who would prepare provincial programmes of study for approval by the Ministry.

Courses for Serving Teachers. Whether or not arrangements can be made for teachers to get together to prepare provincial programmes of study, there is a great need for continuous provision of courses for serving teachers. This applies more particularly to the rural teachers, many of whom live in conditions of great isolation and need that stimulus to thought and those wider professional contacts that they cannot have in their immediate locality.

AN APPROACH TO A NEW STRUCTURE OF PRIMARY EDUCATION

Two Stages of Schooling for All. As the quality of the teachers and an accompanying greater degree of freedom grow, it is probable that it will be found that the existing structure of primary education, namely six years of schooling for all in one school, does not meet all the educational needs of the children. At the present time the primary schools, with their great variation in age groups, are trying to perform two functions. They both initiate young children into the business of schooling and, because most of the pupils leave at an early age and undergo no period of secondary education, are also expected to give the older pupils some preparation for adult life. This is certainly the intention of the agricultural primary schools which some educators hope will become the model of the village school of the future.

It is not really possible to undertake both tasks in the one school. It is suggested, therefore, that the Ministry of Education and the proposed National Council of Education should begin to give some thought to a future alteration of the structure of primary education on the following lines:

(1) The first stage of education should last six years and, especially in the lower classes, should continue the activity techniques

3: Clark S-S (1950) 1951 MH1 Iraq MH1

872 of the kindergarten schools. This would mean that young children would be receiving education of a type more related to their growing needs. If this could be accompanied by an abandonment of the existing primary school examinations, and the children promoted year by year instead of some of them repeating their work for another year, the Iraqi primary school would certainly develop into a freer and more valid educational institution for young children.

(2) After this first stage of education, children would then automatically proceed at the age of eleven or twelve to a common second stage school or intermediate school, which should differ radically from the existing academic intermediate schools. These second stage or newly conceived intermediate schools would need to be of two types. In the villages there should be 'Intermediate Rural Life Schools' of the type recommended by the Monroe Commission. In the towns they should be schools in which a technical bias related to local industries and pursuits is included.

The Intermediate Rural Life School and Fundamental Education. If the present experimental agricultural primary schools develop the activities of their upper forms along sound and realistic lines, the Intermediate Rural Life Schools, when the time comes for them to be established, will have much to learn from their achievements.

The Intermediate Rural Life Schools should not, however, be regarded simply as schools for children. With better qualified teachers from the new or remodelled rural teachers' training colleges, and ample land and agricultural equipment, they should be designed also to serve as fundamental education centres both for the education of illiterate adults and as a means of providing further education in agriculture, health and child care. They would thus become realistic community centres designed both to serve those who have left school and to provide education in the processes of better living for those who have had no previous schooling.

A Pilot Project for an Intermediate Rural Life School. Application might also be made to Unesco for technical assistance towards the establishment of an Intermediate Rural Life School which would also serve as an experimental fundamental education centre. If such a pilot project could be established on the site of the Dujaila Land Settlement Scheme, or one of the related projects, it would serve a useful present purpose and provide invaluable material for use in connexion with future educational and social developments.

6:Ireland S-5 (no date)1937 MHl Iraq MHl

23,530 or 0·74 per cent of the total civil expenditure were spent, entirely in Basra Wilayet. Nor did the situation improve after the taking of Baghdad, the attention of the authorities being almost exclusively taken up with consolidating the military and political situation. Expenditure on education in 1917-18 totalled but 0·35 per cent of the total civil expenditure.

Not until the appointment of a Director of Education, Major H. E. Bowman,[1] in September, 1918, was a vigorous start made towards creating an educational system. By the end of 1918, twenty primary schools had been set up,[2] but expenditure still formed only 1·08 per cent of the total expenditure. The desire for schools and educational facilities, especially the opportunity to learn English, was everywhere manifest, petitions and requests coming from all parts of the Occupied Territories.[3] To meet these demands, twenty-one new primary schools were opened in 1919,[4] while a further fifteen were added in 1920, which, including twenty-four subsidized schools, brought the total number to eighty-five boys' schools of all types, and five girls' schools,[5] with a total enrolment of 6,182 pupils or one for every 462 of the population.[6] The proportion of the expenditure for Education to the entire expenditure in this year, the fifth of the British Occupation, had risen to 1·9 per cent.[7]

[1] Egyptian Ministry of Education, 1903-1923; Director Palestine Education Department, 1920-36.

[2] *Administrative Report of Education*, 1918, p. 10 (hereafter *Admin. Rep. Ed.*, 1918).

[3] *Fortnightly Reports of Political Officers, Baghdad Wilayet, 1st-15th June*, 1918: Mandali, p. 23 (hereafter *Fortnightly Rep'ts*); *Monthly Rep'ts, January*, 1919; Basra Sanjaq, p. 32; Qurna, p. 79; Ibid., *August*, 1919: Erbil, p. 45; Ibid., *November*, 1919: Dulaim, p. 14.

[4] *Administration of the Department of Education for the year* 1919 (Baghdad, 1920) (hereafter *Admin. Rep. Ed.*, 1919).

[5] *Review C. Admin.*, 1914-1920, p. 104.

[6] On the basis of the census, 1918-19, of 2,890,000 inhabitants.

Education	..	..	.. Rs. 8,86,808
Total Budget	..	..	.. Rs. 461,98,008

These figures are taken from actual expenditure given in *Budget Estimates*, 1920-1921, p. iii. They differ slightly from the estimates given in *Review C. Admin.*, 1914-1920, p. 119.

[7] See Table II.

6:Ireland S-5 (no date)1937 MHl Iraq MHl

department, no administrative order in the Ministry being given by a British official after 1923.[1] The responsibility for the educational system thus has been largely 'Iraqī, in spite of the inclination both of 'Iraqī officials and of American educationalists to lay the blame for its deficiencies at the feet of the British officials. Indeed, more influence of foreign origin has been exerted on the educational system by 'Iraqī students returning from American and English schools and Universities than by the British officials of the Ministry.

No government department has been a greater source of optimism for the continued development of 'Iraq, both to 'Iraqī and to foreign observers, than has Education. No other department can point to budget appropriations which have steadily increased from 1921, the amount assigned in 1932 to Education being more than double the sum in 1921.[2] No other Ministry can show such concrete and progressively achieved results. The number of primary schools for boys has increased from 124 in 1921 to 247 in 1930, the enrolment increasing from 12,226 to 24,885. In the same period, girls' schools have increased from 27 to 44, with an increase in enrolment from 3849 to 6003. During this period, secondary and intermediate schools have grown from four, with an estimated attendance of

[1] *Progress of 'Iraq*, p. 224.

[2] A summary of the expenditures of the Ministry of Education, 1921-32) in lacs of rupees) is as follows:

Year	*Expenditure*	*Percentage of Budget to total expenditure*
1921–22	19·36	3·3
1922–23	19·94	4·1
1923–24	18·15	4·0
1924–25	22·13	4·59
1925–26	23·48	4·43
1926–27	26·93*	5·2
1927–28	27·42	4·74
1928–29	32·01	5·33
1929–30	37·18	6·42
1930–31	38·41	7·5
1931–32	39·98	7·9

* The budget of the Antiquities Department and of the Engineering School was added to the Budget in this year and in subsequent years.

7: International Bank N, S-4 (1951) 1952 MH1 Iraq MH1

871 In India, where conditions are not dissimilar, a program for the gradual introduction of compulsory primary education has been approved. The only real question relates to the speed with which the objective should be accomplished. The Mission believes that a phased program covering a period of about 15 years may be feasible for Iraq. During the first five years of this period it would be necessary to establish and open the additional training colleges required for teachers, build the needed elementary schools and make all the essential administrative and organizational preparations. At the same time a comprehensive campaign to enlist public support of the objective would have to be launched and a careful survey made to determine the facilities needed in each locality and the order of priority in the introduction of compulsory education. The ensuing 10-year period would then be used for the progressive application of the principle of compulsory education.

875 It is estimated that from 18,000 to 20,000 new teachers will be required for this program. Urgent attention would therefore have to be given in the next three years to the establishment of new training colleges, probably one in each province, to insure that the first group of new teachers would be available by 1956. It is vitally important that competent young men and women imbued with enthusiasm and a sense of mission be attracted to the teaching profession. The local teacher should be equipped to work among adults as well as children and capable of becoming a leader in the community. The status and dignity of the teaching profession should therefore be raised and adequate provision made for teachers' compensation, as well as their housing, health and general welfare.

● 872 The number of schools will have to be greatly expanded. Moreover, many of the schools are now ill-housed and ill-equipped and will therefore need to be replaced. Many others are in inadequate rented structures. It is noted that the Development Board has already set aside almost four million dinars for school construction in its five-year program. The basis for this figure is not known to the Mission, but, since a considerable part of the program is evidently intended for the replacement of old and rented buildings, it is likely to fall somewhat short of the requirements set by

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a program for the introduction of compulsory primary education over the next 15 years.

The introduction of compulsory primary schooling will have to take into account varying economic conditions. It is often argued that most parents are unable to afford to send their children to school because children must go to work at an early age to help support the family. The high proportion of children who leave primary schools before finishing appears to support this thesis. However, these economic pressures will tend to diminish as the development program gets under way and opens up larger and more remunerative oportunities for employment to adults. Experience indicates that one of the first desires of parents who have improved their economic status is to provide better education for their children. Such a desire, for example, has already become manifest among the settlers in the Dujaila project. This does not mean, of course, that economic limitations must be ignored. It would be best to apply the principle of compulsion first in cities and more prosperous communities where economic pressures for the employment of children are least evident. In rural areas there may well be resistance to compulsory school attendance unless the period of schooling is adjusted to permit the help of children in the sowing and harvesting seasons. Some discretion should be permitted in adjusting school vacations to the harvesting periods in different parts of the country; and where schools need to remain open during busy agricultural seasons, the period of instruction should be so scheduled as to permit children to work part of the day in the fields.

Special problems must be met in connection with the education of the children of nomadic tribes. Here teachers trained from the ranks of the nomads themselves will have to travel with the tribes. The teaching syllabus will need to be adapted and simplified in order to take into account their special needs.

Revisions of the School Curriculum

As part of the program there should be a marked reorientation of the curriculum and methods of teaching. Learning is largely by rote. The children passively absorb information and learn comparatively little by actually doing things. Almost no

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Ministry prepare a simplified syllabus and curriculum for such rural areas. It should concentrate on the basic essentials of knowledge and skills related to everyday living that can be easily grasped. This applies both to the school program for children in schools and to the program of fundamental education for adults.

Steps Toward Compulsory Primary Education

Many problems and difficulties will undoubtedly arise in enforcing compulsory education, but once the need is recognized and the policy agreed upon, attention can be concentrated on solving them. Public opinion in certain regions and groups will have to be educated; a careful survey of each locality will be needed to assess the existing educational provision as well as future needs; an effective administrative and supervisory organization will have to be established; some special provision will have to be made for children who cannot afford books or midday meals or whose parents want their help in work on their farms; and, most of all, the type of education to be provided will have to be related intelligently to the real needs of rural or urban life so that the children, as well as their parents, may feel that it is really worth their while and perceptibly useful. The special problems and difficulties of Bedouin education will have to be carefully examined.

Fortunately, a good deal of exploratory work of a theoretical nature has been done and, as already pointed out, a number of valuable studies are available which offer useful suggestions in all these fields. The Report of the Monroe Commission lays down general principles of educational reorganization, some of which have special relevance for primary education; Clark's Report is a good and careful, if rather unduly cautious, study of the issues involved in the introduction of compulsion; Dr. Jamali's book, *The Education of the Bedouins,* is a sympathetic and penetrating study of the whole sociological and psychological background of this problem; Dr. Akrawi's thesis on curriculum construction tackles competently the question of how the curriculum can be related dynamically to "the political, economic, social, hygienic and educational conditions and problems of the country;" and the Departmental Ten Year Plan and certain reports of other government committees endorse to some extent the various suggestions made in these studies. Theory has yet to be translated into practice,

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872 however, and there is little evidence to show that a majority of educational officers and administrators have even successfully assimilated the ideas in theory. In fact, the Ten Year Plan Committee complains that even the officials of the Ministry have not had access to many of these documents and, therefore, are obviously not conversant with the suggestions for reorganization made from time to time. It would be advisable to give due publicity to them among teachers and educational officials.

The Mission makes the following proposals in connection with the initiation of a program for the expansion of primary education and the introduction of compulsion:

1. A careful survey should be made of each locality in order to determine the requirements which must be met in carrying out the program. If possible, senior students should assist in making the survey. This will have the incidental advantage of giving them a close and useful contact with the life and educational needs of the local community.
2. The Ministry of Education should organize an effective campaign in favor of compulsory education through the traditional as well as the modern media of mass communication, e.g., religious leaders and organizations, tribal chiefs, public platform, drama, press, film, radio, publicity vans, and the like.
3. As the program is carried out through the construction and opening of new schools, a continuing and imaginative effort must be made to enlist the support of the local community and give it a definite sense of participation. Thus the opening of a new school might well be made an important community event in a manner which will make the local people realize that something of real value is being added to their life, something which does not "belong to the government" but really belongs to them and which can succeed only with their cooperation.
4. Arrangements should be made for the proper administration and supervision of the program both through departmental and local agencies, with an intelligent demarcation of the functions of each. The general organization and control of this and other large schemes of educational expansion should, at this stage, remain in the hands of the Ministry which will, however, need to be strengthened to handle them properly. The role of the local authorities, while undoubtedly important, should be advisory in the early stages.

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5. It would be well to introduce the scheme gradually in different areas according to a carefully considered order of priority, preference being given to places where there is a strong demand or where other factors are favorable.

6. Pending the introduction of full-fledged compulsion it might be advisable to experiment in some localities with a legal requirement that parents who have once enrolled their children in school keep them there until they complete the primary school course or, in the event of failure in any grade, complete the six years' period of schooling. This would mean that, while admission would be voluntary initially, continued attendance for six years would be compulsory for every child admitted. This suggestion can be more profitably enforced in the larger towns and cities, where there is greater realization of the need for education; it might also be tried out in localities where wastage is most marked.

7. In order to minimize as much as possible the difficulties of the rural parents in sending their children to school, it will be desirable to adjust the school schedule and the school holidays to the requirements of agricultural seasons as far as possible. The time of harvesting, for instance, varies in different parts of the country and there is no reason why the school vacations should not take that important factor into account. Again, even when the school has to remain open in the busy agricultural season, the hours can be shortened during that period to enable children to help their parents in their work.

8. Steps should be taken for an immediate expansion of training facilities for teachers as discussed later. At the same time there should be an improvement in the quality of training imparted.

9. The school construction program must be geared to the requirements implicit in the introduction of compulsory primary education; and, simultaneously, efforts ought to be made to improve the equipment of the schools.

It is not necessary to discuss at length the administrative questions involved in the introduction of compulsion since they are known to the Ministry and have also been elucidated in Clark's Report. It is desirable, however, to treat in somewhat greater detail the problems of the training and conditions of employment of teachers and the construction and equipment of the necessary schools.

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875 this meets the needs of the situation fully and would strongly recommend a careful and sympathetic examination of the whole problem in the light of existing conditions. Such an examination should include also the question of providing housing accommodation for teachers, particularly women teachers, in villages.

The question is not, however, merely one of salaries but rather of raising the whole dignity and status of the profession. [554] In Iraq teachers do not, as a whole, apparently suffer from a sense of social inferiority as is the case in some other countries. This is good but not good enough. It is necessary to insure for them a position of honor and prestige and to accord conspicuous recognition to any meritorious work done by them. The government should endeavor to have the public realize the basic value of their work as nation builders.

School Construction and Equipment

342 ● 872 Whether or not there is an immediate extension of primary education, school construction has to be tackled urgently. The number of schools is inadequate even for existing needs and they are ill-planned and overcrowded. About 40 percent of the schools are said to be housed in rented buildings, which are generally poorly constructed and lighted. Many of the government buildings and those built out of public subscriptions are only a little better. Almost all of the schools, whether government or rented, have now become too small for the number of students enrolled, and the introduction of the compulsory principle will bring a large further increase in enrollment. It will, therefore, be necessary to undertake without delay a carefully planned and large-scale program involving the construction of new school buildings and the improvement and extension of existing buildings.

Much of the new building will have to take place in rural areas. The Ministry should, therefore, arrange for a competent study of the problem of village school buildings—in which teachers, builders and the school architect will all be associated—in order to prepare two or three types of plans suited to different climatic regions. The buildings can be economical without being ugly or cramped or deprived of proper lighting and ventilation, and should reflect local traditions and utilize local materials. It would be a

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wise investment to spend some money on intelligent research and experimentation in this field. The program of buildings should also include, as suggested above, the construction of teachers' houses—particularly for women teachers—in places where they are not otherwise available.

More attention might well be paid to the equipment of new and existing schools. The libraries, for instance, are generally poor: the number of books is small; they are not chosen with reference to the needs of the children for whom they are meant; their arrangement and display leave much to be desired; and the service provided is very unsatisfactory. No proper individual records of students' reading are maintained and no imaginative steps are taken to stimulate the desire to read and to make the library a dynamic and integral part of the school and of the life of the students. The library often consists simply of a few crowded, dust-laden bookshelves in one of the classrooms to which students have access at odd times and for short periods for borrowing books. School libraries not only should be stocked with a large number of well-displayed and suitable books but should be made the most pleasant and attractive place in the school.

The laboratory and workshop facilities provided, even in full-fledged secondary schools, are also inadequate. There can be no proper teaching of science or crafts unless the equipment is greatly improved and practical work is given its due place. Apparently there is no examination in practical work at all at the end of the secondary school, and obviously there can be none so long as most schools have no laboratories or workshops, or very poor apologies for them. In fact, of the large number of secondary schools visited, only two, one government institution and one foreign school, had adequate laboratories. Under the circumstances, science is generally taught theoretically, as a lesson from the printed book or as a lecture by the teacher, with occasional demonstration of experiments by him in front of the class. This kind of vicarious experimentation, which never allows the students to handle any apparatus, does little to foster the scientific attitude. The provision of laboratory facilities will not by itself, however, make any great difference—what is needed is the introduction of activity methods in the teaching of science and the use of science as an instru-

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ment to develop the students' powers of inquiry and independent work. In the proposed transformation of "book schools" into "work schools" this change coupled with craft work may well form the starting point of the process.[1]

Financial Implications of the Introduction of Compulsion

It is difficult to work out the cost of the proposed scheme for primary education with any degree of accuracy because reliable figures and statistics are not easily available. However, on the basis of information supplied by the Ministry and obtained from other sources, it is possible to form an approximate idea of the order of expenditure that will have to be incurred. It should, however, be borne in mind that, generally speaking, the basis of calculation adopted is the per capita educational expenditure being incurred at present and, as the current provision for such items as books, furniture, apparatus and hostel accommodation is rather inadequate, the total cost worked out represents the minimum estimate of the requirements.

The three main items of expenditure in this program would be (1) the cost of operating primary schools for all children; (2) the cost of training additional teachers; and (3) the cost of constructing new buildings and improving or extending existing buildings.

Cost of Primary Schooling

According to available figures, the total number of additional children to be brought into school eventually, when compulsion has been introduced throughout the country, would be about 575,000. The present annual cost of primary education per child, according to the calculations of the Ministry of Education, works out at eight dinars. This estimate is also endorsed by Mr. Clark in his report. On this basis it can be assumed that the ultimate annual cost of schooling for all children of primary school age will be about ID 4,600,000. It should be remembered, however, that this estimate does not allow for higher salaries and prices which will

[1] In this connection, all science teachers might make a careful study of the fascinating pioneer work in the domain of science teaching done by the eminent British educator, Sanderson (Headmaster of the English Public School, Oundle). An account of his work will be found in two books—his biography by H. G. Wells entitled *The Story of a Great Schoolmaster* and a book written by his colleagues entitled *Sanderson of Oundle*.

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almost certainly increase costs. As the Plan goes into operation, the cost may also tend to rise for other reasons—because the number of children will increase with the growth in population during the next two decades, and because the provision of a better type of education, with a more practical orientation, and the strengthening of the inspection agency will mean a somewhat higher per capita cost. The organization of schools into community centers as recommended elsewhere will also affect the question of cost. On the other hand, it is likely that, during the stipulated period, perhaps 10 percent of all the children may escape schooling, which will lower its cost correspondingly. In this approximate estimate, it is not necessary to allow for these factors, because it is expected that the increase, if any, will be met by the normal expansion of the national budget. Table I in the appendix gives a breakdown, year by year, of the number of children to be admitted and the cost to be incurred on their schooling. This table envisages the extension of compulsory education to 562,500 children in 13 years, and the annual cost has been worked out on the assumption that 22,500 children, on the average, will be brought into school every year. If the scheme is put into operation in 1956, when the first group of trained teachers will become available, then during the one year that will fall within the next budget quinquennium, 1952-53 to 1956-57, the additional expenditure to be incurred will be ID 180,000. In the following 10 years, the total expenditure to be incurred for compulsory primary education will be about ID 21,600,000 or an average annual expenditure of ID 2,160,000.

Cost of Training Additional Teachers

The total number of additional teachers required for introducing universal, compulsory education has been estimated in Clark's Report at 15,000. The Ten Year Plan Committee, which aimed at bringing 50 percent of the children into school in 10 years, puts the figure at 8,000, allowing for the normal wastage due to superannuation, etc. Both these figures appear to be an underestimate. In calculating the cost of universal, compulsory education the Mission has aimed at putting 562,500 children in school in 1968. If the average number of children per teacher is put at 30, this means that 18,750 additional teachers will be required for the purpose, and provision will consequently have to

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875 be made for their training.[2] The annual cost of training per teacher is estimated by the Ministry of Education to be about ID 70. If the average period of training is taken to be three years, as is likely to be the case in the future pattern of teacher training, the cost of training per teacher would be a little over ID 200. Table II in the appendix shows the number of teachers under training each year from 1953 to 1967 and the expenditure to be incurred every year over the project. From these figures it will be seen that the cost of the scheme during the next five budget years (1952-53 to 1956-57) will be about ID 737,500. Total cost until 1967, spread over 13 years, will be a little below ID 4,000,000 which means an average annual expenditure of about ID 300,000. It may be pointed out that, after this period, when the full quota of trained teachers is available, the annual expenditure on this item will be considerably reduced as provision will have to be made only for training the number of teachers required for normal replacement.

Cost of School Buildings

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872 The problem of the construction of school buildings was surveyed recently by the Special Committee on School Buildings appointed under Ministerial Or ler No. 36314 of December 7, 1950. After consulting experts, the Committee drew up a program for the construction and improvement of schools and other educational buildings at a total estimated cost of approximately ID 8,110,000. The Mission was not able to ascertain definitely the premises on which this estimate was based. The Development Board has made a provision of ID 3,800,000 for school construction in its program for 1951-52 to 1955-56. The Mission suggests that the adequacy of this allocation as well as the total amount which would need to be spent over the next 10 years be carefully reviewed. In this review the Co.nmittee's estimate should be carefully checked, particularly to determine whether it took fully into account the needs arising out of the introduction of compulsory education as well as requirements for replacing old or

[2] If the basis of calculation were 35 children per teacher, the total number of teachers required would be about 16,000. But as the Ministry of Education has itself wisely adopted the ratio of one teacher to 30 children, the Mission accepted that as the basis for calculations.

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rented school buildings. In any event it would seem desirable to raise the budgetary provision for new buildings to approximately ID 5,000,000 for the next five years. New needs may develop, lacunae may be discovered in the program and the cost of construction may rise. The total cost of the whole building program in the 10 year period may not be over ID 10,000,000, particularly if local help and cooperation is enlisted in the building.

The total financial implications of the whole scheme during the next five budget years (1952-53 to 1956-57) can be indicated in approximate figures as follows:

1.	Operation of new primary schools	ID 180,000
2.	Training of teachers	737,500
3.	Buildings	5,000,000

Total expenditures for the program over the next five years will thus be about ID 5,900,000 which works out at less than three percent of the net revenues expected from oil during this period.

III. Provision of Fundamental Education for Adults

There is no phase of education in the country which has received less attention than the education of the adults. Not only are facilities for adult education almost wholly lacking, but there is a general misunderstanding of the purposes and methods of such education. A number of evening primary and secondary schools are run by the government or by private organizations, such as Teachers' Associations, for adults who work in the day and who want to complete the education they began as children. Their courses, however, are not designed to meet the special needs of such adults but are the same as those taught to children in the day schools. There are also a few "literacy centers" attended by illiterate adults and youths, but they are too few to make any appreciable impact and, as the name suggests, confine themselves to making adults literate.

The type of adult education which the Mission suggests should be widely extended in Iraq is not a matter of either the simple teaching of literacy or the instruction of adults in the same courses offered to children. To be sure, the initial objective would be the

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TABLE 1

PROJECTED STUDENT ENROLLMENT UNDER THE COMPULSORY PRIMARY EDUCATION PROGRAM: 1956-1968

(in thousands)

Class	1956	1957	1958	1959	1960	1961	1962	1963	1964	1965	1966	1967	1968
I	22.5	45.0	45.0	45.0	45.0	45.0	67.5	90.0	90.0	90.0	90.0	90.0	112.5
II	....	22.5	45.0	45.0	45.0	45.0	45.0	67.5	90.0	90.0	90.0	90.0	90.0
III	....	....	22.5	45.0	45.0	45.0	45.0	45.0	67.5	90.0	90.0	90.0	90.0
IV	....	....	....	22.5	45.0	45.0	45.0	45.0	45.0	67.5	90.0	90.0	90.0
V	....	....	....	....	22.5	45.0	45.0	45.0	45.0	45.0	67.5	90.0	90.0
VI	....	....	....	....	....	22.5	45.0	45.0	45.0	45.0	45.0	67.5	90.0
Total	22.5	67.5	112.5	157.5	202.5	247.5	292.5	337.5	382.5	427.5	472.5	517.5	562.5
Cost in thousand dinars	180.0	540.0	900.0	1260.0	1620.0	1980.0	2340.0	2700.0	3060.0	3420.0	3780.0	4140.0	4500.0

Notes: 1. The duration of the primary course has been taken to be six years.
2. The average annual cost per student in a primary school has been assumed to be eight dinars.

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Sephardic origin. The majority have since migrated to Israel, while probably less than 10,000 remain, subject to certain restrictions. Over 130,000 were transported to Israel by the Iraqi government in 1950-51. About 5,000 Palestinian refugees have settled in the country since the Arab-Israeli conflict in 1948. Small numbers of British, American and other nationalities also reside in the larger cities.

As a whole, Iraq is sparsely settled, with the population concentrated in the river valleys and in the rain-irrigated highland districts of the north. The most densely populated areas are found in the river valleys of the northern delta. In 1947, the density of population in the provinces of the upper delta region was calculated at 131 per square mile in Hilla and 104 in Baghdad. In the northern provinces of Mosul, Kirkuk and Erbil it averaged 31 to 39 per square mile, and in Sulaimaniya, on the eastern frontier, 62 per square mile. In the south, it ranged from 75 per square mile in Basra province to 42 in Amarah, while in Dulaim, on the upper reaches of the Euphrates, it did not exceed 10 per square mile. The population is essentially rural: over three quarters of the inhabitants live in some 8,000 small villages or in semipermanent settlements. The Bedouin, representing about 5 to 8 per cent of the total population, roam the deserts with their flocks, but many migrate seasonally to the towns in search of work. There are only 7 cities with over 40,000 inhabitants. The population of Baghdad, the capital, was estimated at between 900,000 and 1 million in 1952, including over 500,000 in the metropolitan area and several hundred thousand in the surrounding suburbs. The population of Mosul, a commercial center on the upper Tigris, totaled about 150,000, and of Kirkuk, the metropolis of the oil region, almost 75,000. Basra, the chief port, located on the Shatt al Arab, had a population of 90,000 to 100,000.

In spite of considerable progress in education within the last 30 years, the majority

63:Simmons et al G-5 (1941-1951) 1964
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of peasants and tribesmen are illiterate. Theoretically, primary education is compulsory for both sexes, but the facilities are inadequate, particularly in the rural areas. Recent estimates indicate that the literacy rate in the country as a whole approximates 10 per cent, in contrast with about 40 per cent in Baghdad and the larger cities. Education is controlled by the government, and public instruction is available at all levels from the primary schools through the professional colleges. There is no university in Iraq, but the incorporation of the present colleges into a national institution, with university status, has been proposed. Separate colleges of medicine, pharmacy, law, science, arts, fine arts, engineering, commerce and teachers' training, as well as various types of vocational schools, are supported by the government. Secondary schools are also maintained by private and mission groups. Government scholarships are provided annually to qualified students for study abroad, usually in Egypt, Great Britain or the United States.

Vital Statistics

Valid vital statistics are almost nonexistent, since the registration of births and deaths is admittedly incomplete, even in the principal cities, as Baghdad, Basra and Mosul. The general reluctance of the inhabitants to report births, deaths and other statistical data and the large size of the nomadic and the semimigratory populations are factors contributing to the inaccuracy of the figures available. Within recent years statistics have been compiled by the government health organization in 75 centers under the jurisdiction of medical officers, but they do not reflect conditions throughout the country. In 1950, these health districts covered a population of 1,160,000, distributed in all 14 of the provinces into which Iraq is divided. The birth rate was estimated at 27 per 1,000 population, and the death rate at 12 per 1,000. Competent authorities, however, believe that the over-all birth rate is nearer 40 to 50 per 1,000 popu-

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